

COMMONWEALTH OF VIRGINIA  
VIRGINIA EMPLOYMENT COMMISSION  
WORKFORCE INVESTMENT ACT

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**FIELD GUIDANCE MEMORANDUM # 05-12**

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**TO:** Local Workforce Investment Boards

**FROM:** WIA DIVISION

**SUBJECT:** WIA PROGRAM PARTICIPATION AND PERFORMANCE  
MEASURES POLICY

**DATE:** June 30, 2006

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**RESCINDS – Field Guidance Memorandum #03-03, dated April 1, 2003**

**PURPOSE:**

The purpose of this memorandum is to provide local workforce investment area programs guidance on the implementation of the new program participation criteria for the common measures reporting. All WIA-funded programs are impacted by this policy.

**REFERENCES:**

Training and Employment Guidance Letter No. 17-05, Subject: Common Measures Policy for the Employment and Training Administration's (ETA) Performance Accountability System and Related Performance Issues, dated: February 17, 2006

Workforce Investment Act Quarterly Report: General Instructions and ETA Form 9090 – Revised 2006

Workforce Investment Act Annual Report: General Instructions and ETA Form 9091 – Revised 2006

Workforce Investment Act Title I-B Standardized Record Data (WIASRD): General Reporting Instructions and Specifications – Revised 2006

**TERMINOLOGY:**

For purposes of this guidance, the following terms are used:

**Date of Participation** – Represents the first day, following a determination of eligibility (if required), that the individual begins receiving a service funded by the program.

**Participant** – A participant is an individual who is determined eligible to participate in the program and receives a service funded by the program in either a physical location (One –Stop Career Center or affiliate site) or remotely through electronic technologies.

**Participation Quarter** – Represents the calendar quarter in which the date of participation is recorded for the individual.

**Physical Location** - A physical location means a designated One-Stop Career Center, an affiliated One-Stop partner site, including a technologically linked access point, where services and activities funded by the program are available, or other specialized centers and sites designed to address special customer needs, such as company work sites for dislocated workers.

## **GUIDANCE:**

### ***What is the definition of a participant?***

A participant is an individual who is determined eligible to participate in the program and receives a service funded by the program in either a physical location (One-Stop Career Center or affiliate site) or remotely through electronic technologies.

### ***When does program participation occur?***

Following a determination of eligibility (if required), participation in a program commences when the individual begins receiving a service funded by the program. This phrase has the same meaning as the “date of participation” used in some of the performance measures. If the participant receives services from multiple programs, then states and grantees may use the earliest date of service as the “date of participation” when reporting on the measures in each program.

Criteria that are used to determine whether an individual is eligible to participate will be based on the eligibility guidelines for the program.

The phrase “determined eligible to participate in the program” under WIA does not apply to individuals who receive core services in a self-service, facilitated self-help, or staff-assisted modality funded under the Wagner-Peyser Act. These individuals are considered participants and are included in the Wagner-Peyser Act performance accountability system.

Individuals who are age 18 or older who only receive WIA-funded self-service or informational activities are to be counted as participants under the WIA Adult program.

Individuals eligible to participate in the WIA Dislocated Worker program, who only receive WIA-funded core services, including self-services or informational activities, are to be counted as participants under the WIA Dislocated Worker program. An individual participating in several programs simultaneously and may be counted as a participant in each of these programs. For example, a customer who accesses information on a computer purchased/leased from one funding stream and who is assisted by an employee who is paid from yet another funding stream may be considered as a participant in both funding streams, as appropriate, and with consideration to the programs' eligibility definitions.

Self-directed job search is a service and individuals who use self-directed tools for job search are participants. Please note that self-directed job search alone does not initiate participation in the WIA Youth program.

In accordance with Section 101(34) of the Workforce Investment Act, receipt of post-employment follow-up services designed to ensure job retention, wage gains, and career progress does not result in the commencement of a participation period.

Examples of other services and activities that do not commence participation in a program include the following:

- Determination of eligibility to participate;
- Case management services and any required administrative case load management activities that involve regular contact with the participant or the employer to obtain information regarding the participant's employment status, educational progress, or need for additional services; and
- Income maintenance or support payments (e.g., Unemployment Insurance (UI) benefit payments, Temporary Assistance for Needy Families (TANF), other cash assistance, Food Stamps, and subsidized childcare).
- Individuals who visit a physical location for reasons other than its intended purpose (e.g., use of restrooms or ask staff for directions) are not participants.

***Who needs to be reported in the common measures participant counts?***

ETA's policy requires that state workforce agencies (SWA) to report, in the appropriate participant counts, all individuals who have been determined eligible and receive a service, including self-service and informational activities, in either a physical location (One-Stop Career Center or affiliate site) or remotely through electronic technologies.

***Who needs to be included in the performance measures calculations?***

All participants who receive a core, intensive, or training service who exit the program are to be included in performance measures, except that Section 136 of WIA expressly excludes WIA adult and dislocated worker program participants

who only receive self-service or informational activities from performance calculations.

1. Self -Service and Informational Activities

According to 20 CFR 666.140(a)(2), **self-service** and **informational activities** are those core services that are made available and accessible to the general public; that are designed to inform and educate individuals about the labor market, their employment strengths and weaknesses, and the range of services appropriate to their situation; and that do not require **significant staff involvement** with the individual in terms of resources or time.

ETA interprets the critical terms above as follows:

***Self-service*** occurs when participants service themselves in accessing workforce investment system information and activities either in a physical location such as a One-Stop Career Center resource room or partner agency, or remotely via the use of electronic technologies.

***Informational activities*** in a workforce investment setting may include both self-service and staff-assisted core services that are designed to inform and educate a participant about the labor market and to enable a participant to identify his or her individual employment strengths, weaknesses, and the range of services appropriate for the individual. The exception is core services that require significant staff involvement.

2. Clarification of Significant Staff Involvement

Significant staff involvement is fundamental to determining if a participant will be considered in performance calculations. The critical distinction is determining when a participant has received a level of service that requires significant staff involvement.

***Significant staff involvement*** in a workforce investment setting is any assistance provided by staff beyond the informational activities described above regardless of the length of time involved in providing such assistance. Significant staff involvement includes a staff member's assessment of a participant's skills, education, or career objectives in order to achieve any of the following:

- Assist participants in deciding on appropriate next steps in the search for employment, training, and related services, including job referral;
- Assist participants in assessing their personal barriers to employment; or
- Assist participants in accessing other related services necessary to enhance their employability and individual employment related needs.

**A participant who receives this level of service has received a service that involves a significant level of staff involvement; therefore, this participant would be included in the performance measures calculation.**

On the other hand, when a staff member provides a participant with readily available information that does not require an assessment by the staff member of the participant's skills, education, or career objectives, the participant is a recipient of informational activities. This includes information on businesses that are hiring or reducing their workforce, information on high-growth industries, and occupations that are in demand.

A participant is also a recipient of informational activities when a staff member provides the participant with information and instructions on how to access the variety of other services available in the One-Stop Career Center, including the tools in the resource room.

**A participant who only receives this level of services has not received a service that involves a significant level of staff involvement; therefore, he/she is a participant who would be excluded from the performance measures calculation.**

### 3. Inclusion of Participants in Performance Calculations by Program

Although WIA Adult and Dislocated Worker program participants who access or receive only self-service or informational services are excluded in the WIA performance calculations, these participants should be included in the Wagner-Peyser Act reporting and performance calculations to the degree that Wagner-Peyser funds contributed to the core employment and workforce information services received.

If a participant is served by a specific funding stream, he/she will be counted as a participant in that funding stream's reporting and/or performance calculations. For example, Wagner-Peyser Act funds are often used to support and maintain One-Stop Career Centers operations, electronic tools, job banks and workforce information services. In these situations, it would be appropriate to include participants who accessed or received Wagner-Peyser Act-funded services in the Wagner-Peyser Act performance accountability system. Where WIA program funds are used in similar ways, participants who receive self-service or informational activities would only be included in the WIA participant and service counts, but would not be counted in the WIA performance measures.

### **Applying Measures to Funding Streams and Population Groups**

The WIA performance measures, other than the customer satisfaction measures, are applied separately to the three funding streams: Adult, Dislocated Workers,

and Youth. The Youth funding stream is further divided into two categories: older youth (aged 19-21) and younger youth (aged 14-18). This means that 15 of the measures are divided among the four different population groups. The two customer satisfaction measures are spread across all population groups. Since the outcomes vary across the four populations groups, the Employment and Training Administration maintains that it is important to measure performance separately for each group. The following table gives examples of the services that are reflected in the WIA performance measures.

### Examples of WIA Services Reflected in Performance Measures

WIA Core Services	WIA Intensive Services	WIA Training Services
Staff assisted job search assistance, job referral, and career counseling	Comprehensive and specialized assessment, such as diagnostic testing and interviewing	Occupational skills training
Staff assisted assessment, job placement assistance and other services (such as testing and background checks)	Full development of individual employment plan	On-the-job training
Staff assisted job development (working with employers and job seekers)	Group counseling	Workplace training and cooperative education programs
Staff assisted workshops and job clubs	Individual counseling and career planning	Private sector training programs
	Case management	Skill upgrading and retraining
	Short-term prevocational services	Entrepreneurial training
		Job readiness training
		Adult education and literacy activities in combination with training
		Customized training

The following guidelines apply in determining how to count participants in the funding streams:

- If a participant is served by a specific funding stream, he/she will be counted in that funding stream's set of measures (e.g., a participant served by Adult funds will be in the adult measures). In other words, the determination as to whether to include a participant in WIA or Wagner-Peyser Act program reporting and performance calculation is based on whether the services, staff, facility, or activity was funded in whole or in-part by WIA, Wagner-Peyser, or partner programs.
- If a participant is served by more than one funding stream, he/she will be counted in more than one set of measures. For example, a participant served by Youth funds and Adult funds will be counted in the youth measures and adult measures.

- Since there are two sets of measures within the Youth funding stream, the following applies for those served Youth funding streams: a youth must be included only in the set of measures that applies based on the person's age at participation (i.e., youth between the ages of 14 and 18 at the date of first youth program service will be included in the younger youth measures and youth between the ages of 19-21 at the date of first youth service will be included in the older measures) regardless of how old the participant is at exit.
- Only those WIA Adult and Dislocated Worker program participants who receive services, other than self-services or informational activities, will be taken into account when calculating and reporting the performance for the WIA Adult and Dislocated Worker programs.

NOTE: The determination on when to include a participant in WIA or Wagner-Peyser Act reporting and performance measures calculation is based on whether the services, staff, facility, or activity was funded in whole, or in-part, by WIA, Wagner-Peyser, or other partner programs.